

## Message Text

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ACTION EB-08

INFO OCT-01 EA-07 ISO-00 CIAE-00 COME-00 DODE-00 DOTE-00

FMC-01 INR-07 NSAE-00 SAL-01 CG-00 DLOS-06 OES-06

XMB-02 TRSE-00 FEA-01 ERDA-05 NRC-05 ACDA-07 /057 W

-----220821 126691 /14

R 220740Z FEB 77

FM AMEMBASSY TOKYO

TO SECSTATE WASHDC 5600

C O N F I D E N T I A L TOKYO 2427

E. O. 11652: GDS

TAGS: EWWT, JA

SUBJ: SHIPMENT OF NUCLEAR FUEL TO JAPAN ON U.S. FLAG LINES

REF: STATE 29502

1. SUMMARY: CITY OF YOKOHAMA, WHICH HAS JURISDICTION OVER PORT AREA, HAS POLICY PROHIBITING LOADING OR UNLOADING OF USED OR UNUSED NUCLEAR FUEL. STEVEDORES UNION IS COMMUNIST-CONTROLLED AND COULD BE EXPECTED TO BALK IF ASKED TO UNLOAD NUCLEAR MATERIALS. OI'S CONTAINER WHARF IS UNDER PRIVATE LEASE TO JAPANESE AND OTHER NON-US LINES BUT CAN BE "SUB-LEASED". OWING TO UNFAVORABLE PUBLICITY WHICH COULD EASILY ENVELOP THIS CASE, EMBASSY ADVISES THAT WE NOT, REPEAT NOT, PUSH FOR AN EXCEPTION FOR AMERICAN PRESIDENT LINES. END SUMMARY.

2. FOLLOWING RECEIPT REFTEL, EMBOFF DISCUSSED INTEREST IN SHIPPING NUCLEAR FUEL VIA YOKOHAMA WITH TOKYO APL REPS AND ALSO MADE LOW-KEY INQUIRY, WITHOUT MENTIONING APL'S NAME, RE POSSIBILITY OF SUCH A SHIPMENT TO PORT AND HARBORS BUREAU, CITY OF YOKOHAMA, WHICH HAS JURISDICTION OVER YOKOHAMA PORT AREAS. DURING LATTER DISCUSSION, WE WERE CAREFUL NOT TO MENTION STILL ONGOING SIMILAR SHIPMENTS AT KOBE. "OHI" OF REFTEL IS SAME AS "OI" AND IS LOCATED IN TOKYO PORT AREA, ADMINISTERED  
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BY TOKYO METROPOLITAN GOVERNMENT.

3. ANSWERS TO QUESTIONS POSED IN REFTEL PARA 2 ARE AS FOLLOWS:

A) ACCORDING TO YOKOHAMA OFFICIAL, CITY HAS LONGSTANDING POLICY (NOT FORMAL ORDINANCE OR REGULATION) PROHIBITING THE "LOADING OR UNLOADING OF UNUSED OR USED NUCLEAR FUEL" AT FACILITIES UNDER THE CITY'S JURISDICTION. IN SPITE OF NUMEROUS

PAST INQUIRIES FROM SHIPPING LINES AND/OR THEIR AGENTS, NO EXCEPTION HAS EVER BEEN MADE NOR ARE ANY COMTEMPLATED. (APL TOLD US THEY QUERIED THE CITY ON THIS MATTER IN MID-1976 AND RECEIVED SAME RESPONSE.) POLICY UNDOUBTEDLY STEMS FROM WELL-KNOWN JAPANESE AVERSION TO "THINGS NUCLEAR", A CHRONIC SENSITIVITY WHICH SHOULD NOT BE UNDERESTIMATED. ALTHOUGH STEVEDORES UNION IS COMMUNIST-CONTROLLED AND COULD BE EXPECTED TO BALK AT PROSPECT OF UNLOADING NUCLEAR FUEL, LOCAL APL OFFICIALS "FORESEE NO PROBLEMS" ALONG THIS LINE AND WERE SUCCESSFUL IN SECURING THE COOPERATION OF THE SAME UNION IN KOBE. EMBASSY BELIEVES THEY ARE OVERLY OPTIMISTIC.

B) AS PROHIBITION AT YOKOHAMA IS A "POLICY" AND NOT A FORMAL ORDINANCE OR REGULATION, THERE IS NO PROCEDURE FOR OBTAINING A WAIVER, NOR DID YOKOHAMA OFFICIAL INDICATE ANY SYMPATHY TOWARD AN INFORMAL APPROACH.

C) SECTION OF TOKYO PORT CALLED OI IS NOT REPEAT NOT CLOSED TO FOREIGN FLAGS. IT CONTAINS PUBLIC WHARFS HANDLING ONLY MARINE PRODUCTS AND A CONTAINER FACILITY UNDER PRIVATE LEASE TO JAPANESE AND SOME FOREIGN (NOT U.S.) LINES. CONTAINER FACILITY CAN BE "SUB-LEASED" TO OTHER NON-PARTICIPATING LINES, BUT SUB-LEASE COST, COST OF DIVERTING APL VESSELS TO OI FROM YOKOHAMA, DIFFICULTY OF PINPOINTING ARRIVAL TIME AND FACT THAT OFF-LOADING AND TRANSPORTATION OF NUCLEAR FUEL TO END DESTINATION MUST ALL BE COMPLETED WITHIN DAYLIGHT HOURS, RENDER ECONOMY OF SHIPPING OPERATION QUESTIONABLE UNLESS AN EXTREMELY VALUABLE CARGO IS INVOLVED.

4. IN VIEW OF EXTREME RISK OF UNFAVORABLE PUBLICITY AND SMALL CHANCE OF SUCCESS, EMBASSY RECOMMENDS WE DROP THE MATTER. FYI: CONFIDENTIAL

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LOCAL APL OFFICE HAS SCANTY INFORMATION ON VALUE OF PROPOSED SHIPMENTS, BUT ALSO DOUBTS WHETHER ECONOMIES OF USING OI ARE ENOUGH TO JUSTIFY RISKS.  
SHOESMITH

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## Message Attributes

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**Review Markings:**  
Margaret P. Grafeld  
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